

Message Text

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PAGE 01 HAVANA 01097 280358Z
ACTION ARA-14

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INFO AMEMBASSY MEXICO
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C O N F I D E N T I A L HAVANA 1097
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TAGS: PARM MILI CU UR
SUBJ: CUBA, MOSCOW, AND TREATY OF TLATELOLCO

1. BREZHNEV'S APRIL 25 KOMSOMOL SPEECH ASSURANCE THAT SOVIETS WILL APPARENTLY ADHERE TO PROTOCOL II OF TREATY OF TLATELOLCO IS CITED ONLY BRIEFLY, IN PASSING, IN APRIL 26 GRANMA. SOVIET-CUBAN COMMUNIQUE (ISSUED AT CONCLUSION OF MALMIERCA VISIT TO USSR) TOTALLY OMITTS MENTION OF SOVIET MOVE TO ADHERE TO TLATELOLCO. PRESUMING THAT SOVIETS BRIEFED CUBANS, WE VIEW NON-INCLUSION IN COMMUNIQUE AS EVIDENCE THAT CUBANS FOR PRESENT ARE STILL MAKING TLATELOLCO SIGNATURE CONTINGENT ON IMPROVEMENT OF BILATERAL RELATIONS WITH US (SEE HAVANA 963). COMMENT: SOVIET CUBAN COMMUNIQUE'S MENTION OF LIFTING OF EMBARGO AND RETURN OF GUANTANAMO MAY BE INDICATION OF CUBAN MINIMUM CONDITIONS.)

2. AT SAME TIME, WHILE MOSCOW CLEARLY HAS MOTIVES FOR APPEARING TO DISTANCE ITSELF FROM CUBA (IN LIGHT OF WESTERN FUROR OVER HORN OF AFRICA SITUATION) AND TO CURRY MEXICO'S FAVOR (IN LIGHT OF LOPEZ PORTILLO'S UPCOMING VISIT), WE DOUBT STRONGLY WHETHER SOVIETS WOULD HAVE MOVED ON TLATELOLCO WITHOUT AT LEAST GESTURE OF ACQUIESCENCE BY CUBANS. (COMMENT: SOVIETS HERE HAVE
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PAGE 02 HAVANA 01097 280358Z

REPEATEDLY POINTED TO CASTRO'S RESENTMENT OF US-SOVIET BILATERAL DEALINGS OVER CUBA'S HEAD ON MATTERS AFFECTING CUBAN SECURITY.) THEREFORE, WE ASSUME THAT CUBANS MAY HAVE INDICATED THEIR WILLINGNESS TO TOLERATE SOVIET ADHESION AND MAY, INDEED, BE RESIGNED TO EVENTUAL FORMAL RELEGATION OF CUBA TO NON-NUCLEAR STATUS. (COMMENT: CUBANS HAVE ALREADY STATED THAT THEY WILL ACCEPT IAEA SAFEGUARDS ON NUCLEAR

GENERATING STATION WHICH SOVIETS WILL BEGIN INSTALLING IN
NEXT FEW YEARS. WE NOTE ALSO THAT SOVIET-CUBAN COMMUNIQUE
ENDORSES SOVIET EFFORTS TO REACH CTB.)

3. SOVIET DECISION TO ADHERE TO TLATELOLCO, COMING SO
SOON AFTER RENEWED WESTERN RUMORS OF SOVIET NUCLEAR BASE
CONSTRUCTION AT CIENFUEGOS, DOES HAVE PROFOUND SIGNIFICANCE
FOR PUBLICLY SANCTIFYING PRIVATE, "BACK CHANNEL" 1970
NIXON-DOBRYNIN ASSURANCES ON NATURE OF SOVIET MILITARY USE
OF CUBA. IT IS, THEREFORE, AN IMPORTANT SYMBOLIC GESTURE
TOWARD MEETING US SECURITY CONCERNS WITH REGARD TO
CUBA. WHILE PROOCOL II WILL NOT BAN FUTURE PORT CALLS
BY SOVIET NUCLEAR-CAPABLE SHIPS OR AIRCRAFT VISITS
BY NUCLEAR-CAPABLE AIRCRAFT (E.G, BACKFIRE), A
REPETITION OR PATTERN OF SUCH VISITS WILL NOW BE OPEN
TO INTERNATIONALLY LEGITIMIZED CHALLENGE.
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